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## **Executive Summary**

The Jordan E-government project is in the final development stage and moving towards a public production release. The implementation of the Portal is a complex, cross-functional activity involving not only the IQC technical teams involved in implementing Portal software, but also the government entities that provide the source of information and services to be serviced by the Portal. The main challenges of implementing the Portal are three-fold: (1) information architecture and related content harvesting, (2) the technical configuration and implementation of software providing Portal functionality, and (3) organization procedural and change management required for successful on-going utilization and maintenance of the Portal.

To date, the Information Architecture and Content Harvesting tasks have been completed. The current project tasks revolve mainly around the technical configuration and implementation tasks are being carried out by the 5 IQC firms. As the technical implementation continues, emphasis needs to shift toward addressing the organizational requirements that need to be fulfilled to ensure the benefits of the Portal continue to be realized beyond the initial roll-out.

While the current project plans architect the tasks required for the technology team to implement the initial release of the Portal, the IQC firms do not have the authority over government operations and thus, can not ensure that the government entities perform tasks required to affect necessary organizational changes. The ability to implement related organizational changes presents on-going sustainability risk for the project. It is quite possible that the Portal project can be a complete technical success; however, a failure by GoJ entities to organizationally adapt to the new technology may result in overall project failure.

This document provides a high-level assessment of the challenges facing the Portal implementation beyond the technical tasks being addressed by IQC firm project management. While the contracts used to employ the IQC firms revolve beyond the just technical implementation, the ultimate goal of the implementation is to hand responsibility of the Portal to MoICT. This requires a number of activities beyond the defined task plans of the IQC firms. As the project moves forward, inactivity by MoICT on organizational tasks will comprise the work delivered on the project to date.

This audit addresses the following areas presenting challenges toward the successful implementation of the Portal:

1. Production Deployment Schedule – modified to incorporate early wins and remove superfluous dependencies by providing staged releases.
2. MoICT PMO Change Management - Organizational Changes is huge factor and only PMO Change Management has authority to affect.
3. Executive Champions - Champion needed on functional side to support strategic direction.
4. Portal Manager Being Hired - Roll is crucial; IQC firms can be contracted to fill roll in interim
5. Integration with Microsoft Gateway - creates needless dependencies for Portal; dependencies minimized with revised plan.
6. Hardware Procurement - Production rollout dependent on hardware; can be mitigated with multiple procurements.
7. Outreach to Users - Success dependent upon continual update and use of system; Awareness campaign needed.
8. Content Expiration - Development of Content is contractually complete; Refresh of content due to delays are the responsibility of MoICT.

## **Project Challenges**

The main objective of this document is to provide an accounting of challenges to the Portal implementation beyond the day-to-day risk assessment provided by the IQC firms' coordinator. The ultimate measure of success for this project is the level of utilization of the Portal over-time. High-level technical dependencies have been identified that could delay the planned public rollout of the Portal; however, the biggest challenge to successfully implementing the Portal is on the business operation side. It is fully possible that Portal is technically deployed with perfection, but failure to successfully implement related business operations changes will jeopardize the investment made in the project to date.

The Portal project plan provides the roadmap for technical tasks for the implementation of the Portal technology, as well as the initial operational infrastructure and content for the initial rollout of the Portal. The main areas of consideration for implementing the Portal revolve around 3 main areas:

- (1) Harvesting content and performing related information architecture;
- (2) Technical configuration and implementation of software providing Portal functionality;
- (3) Marketing and procedural change management required for successful on-going utilization and maintenance of the Portal.

To date, the tasks related to the first activity are contractually complete and ready for implementation. At this stage in the Portal development lifecycle, day-to-day Portal launch activities related to the second item are in progress. As the Portal is launched and tasks complete, the IQC firms will start to disband and the focus on benefits will shift focus from design-and-construction focus to maintain-and-refine as noted in the third area. Up to this point, the Portal development team has facilitated the focus on benefits; however, MoICT and government entities will soon need to take full ownership of benefits realization. These new owners need to drive several activities:

- Continue to update and maintain content on the websites
- Proactively drive Portal benefits with new content and services
- Provide awareness of portal capabilities to users (citizens, business, and government employees) as well as content providers
- Update the planning (and budgeting) process for future activities and services
- Refinement of content provided to match demands of target users

## **1. Production Deployment Schedule**

The current project plan for the Portal utilizes an approach that provides a single public release of the portal after the completion of all technical tasks. While this approach does ensure the satisfactory completion of contracted tasks, it is overly cautious and inefficient. As sections of the Portal are completed during the construction phase, it is likely that the public roll-out of the completed section will needlessly become delayed by the on-going development of non-dependent tasks. Further, since content collected for the initial roll-out is perishable, these delays will negatively affect the quality of content to be provided by the Portal. The degradation of content resulting from production delays will be harmful to the adoption of the Portal by government entities and Portal users.

Large-scale Portal projects such as this one, generally take a long time to be fully implemented and thus, a phased approach is highly beneficial. It is important to devise “quick wins” along the way to ensure visible achievements. By dividing the project into sub-projects, each with its own set of deliverables and rollout, we can facilitate a phased approach and provide initial and on-going successes. The current Portal project can easily be segregated into at least three sub-projects revolving around: (1) Dissemination of collected content (G2C, G2B, G2G, and mini-websites), (2) Directory Services, and (3) Web Services. There are a number of common tasks common to each of these areas, however, the majority of tasks related to implementing each of these can be managed and implemented discretely. There are numerous ways to configure sub-projects, however, it is clear that doing so not only revolves the risks associated with a single roll-out and also removes artificial dependencies to the implementation.

In light of this analysis, the Portal project management team has redeveloped the project plan to incorporate a phased approach. The team was able to shift tasks in order to provide the capabilities with the fewest dependencies earlier in the process and therefore, allowing them to be brought to the production phase sooner in the plan. The initial draft of the plan provides the first live release to occur in Early February 2005 (the previous plan scheduled the release in June 2005). It is anticipated that the first sub-project of this release would incorporate the G2C site. The G2B, G2C, and mini-websites would build upon the successful launch of the G2C site, and be released in phases over March and April following the template and lessons learned from the first release.

The Organizational Directories and Web Services releases while being developed concurrently, would be released in May and June 2005. An additional benefit of this approach allows for the AMIR portion of deliverables to be completed by the end of March 2005. All remaining tasks following this date will be funded by MoICT allowing for a clear delineation of responsibility and ownership between the two organizations.

## **2. MoICT Change Management**

The Portal project involves changes to operations and resources that the government may not be prepared to address - dealing with governance, procedures, roles and responsibilities should be top priorities. Because the extent of changes brought about by the Portal initiative will be disruptive if not managed properly, it is important to ensure that MoICT and affected Government entities are ready to accept these changes. The magnitude of change, uncertainty and additional effort required by Ministries during can create an emotional environment. A focused communications and stakeholder management effort will be required order to smooth the transition.

Although the IQC firms have been working with directly with MoICT and other Ministries towards the implementation of the Portal, the IQC firms do not have the authority or mandate to implement changes within these organizations. This responsibility falls into the hands of the MoICT PMO Change Management team. Because of this, it is imperative that the PMO Change Management team become fully engaged in the Portal implementation. The Change Management team will need to take the initiative to:

- Develop and implement the related business transformation components that are not part of the IQC firms scope of tasks.
- Dedicate resources to handle content and coordination with ministries and other stakeholders.
- Development of PR and educational programs parallel to the Portal technical development aimed at target user groups.

The impact of these changes needs to be carefully understood and accounted for in the change-planning process. An effective change plan must address a number of elements:

- The impact the Portal will have on the organization and the most appropriate strategy to implement these changes
- Success criteria for the implementation and on-going operations
- Contingency planning
- Integration of all elements – people, processes and technology
- Maintenance of business requirements throughout the transition
- Clearly defined roles and responsibilities for Portal team members, process owners and executives

### ***3. MoICT Project Champion***

The technology implications of the Portal project are minor compared to the social and political factors that will arise within the affected organizations. Active executive support is necessary to proactively manage organizational changes as the Portal will change how users interact with information, processes, and each other. Without executive support, the Portal could ultimately founder like many initiatives that overlook the importance of leadership, direction and consistent communication in addressing and attenuating cultural issues.

Portal projects generally find that involving an executive from both the business and technology sides is particularly effective. While the project currently has a technical executive champion (served by MoICT's Chief Technology Officer), it is not clear that an executive champion from the business side has been identified. The importance of this role is that this involvement helps secure political buy-in from the operation side. As the size and scope of the Portal initiative increases, the need for this executive leadership will increase.

Because Portals integrate assorted experiences and applications from dispersed organizations, there can be governance issues. Clarity around the decision-making process is critical. The executive champion from the business side should set the direction of the Portal steering committee, which should be composed of business users, IQC firms, PMO, and other stakeholders.

#### **4. Portal Manager (also known as Content Manager)**

The e-government Portal cannot succeed without a strong manager to maintain the Portal, coordinate the contributions of external content providers, and provide the leadership needed to create and maintain a professional on-line presence for the GoJ. The position of Portal Manager resides within the e-government Programme Management Office (PMO) with the responsibility to manage the configuration of Portal content management software, revise Portal structure and content in response to changing user needs and requirements, and monitor Portal operations to insure that content is regularly updated. Though the Portal Manager will be responsible for maintaining the structure and usability of the Portal website, external GoJ agencies or ministries must provide, create, and maintain the content related to their organizations. Though the Portal Manager will utilize the portal software, this position should not be considered a technical position, but rather, an organizational expert familiar with the working of the government. The e-government Portal will have a difficult time succeeding if ministries do not provide quality content and keep the content current. This type of inter-ministerial collaboration on a project of this scope may be unprecedented in the GoJ, but such cooperation is a critical success factor for the e-government Portal website.

The position of Portal Manager is currently unfilled with the PMO, and the risks associated with this void will increase as the Portal comes closer to a public release. MoICT is currently advertising to fill this role. As this vital role represents the day-to-day ownership of the Portal, it is essential that this role be filled and the Portal Manager integrated as soon as possible.

Not filling this role will jeopardize the success of the implementation and therefore, MoICT should prepare for a contingency if they can not hire for this position in due time. One suggested contingency would be to contract one or more of the existing IQC firms to serve the Portal Manager role as the Portal moves into production. The IQC firms could be contracted for a defined period that includes about a 3-6 month overlap with the hiring of the Portal Manager to ease the transition of responsibility. The IQC firms already understand and have staffed the Portal project, so assuming this additional responsibility should be trivial for these firms.

## **5. H/W procurement**

Clearly, the implementation of the Portal is dependent upon the procurement and installation of the Production and Staging hardware that the Portal will be implemented upon. It is anticipated that MoICT will procure hardware for the Portal and the Microsoft Gateway project through a single procurement action. Currently, the specifications for the Portal production site have not been completed, but should be soon. There is no indication when the Gateway hardware specifications will be complete.

Under the newly revised project plan, the first phases of the production roll-out are not dependant on the Gateway implementation. If the single procurement action is delayed because the Gateway specifications are not complete, this would create an un-necessary delay in implementing the Portal. In light of this, this dependency could be relieved by two options:

1. **Procure Portal and Gateway hardware separately.** By procuring hardware for each component separately, implementing the Portal will not be affected by determining the requirements for the Gateway. This may be as efficient as having a single procurement, however, the negative effects of delaying the implementation outway any procurement efficiencies obtained from a single procurement.
2. **Assume high-end specifications.** By determining the likely range for hardware specifications and an early procurement can be made by assuming the high end of the specification ranges. This will ensure that what ever hardware is procured will satisfy the requirements and allow the procurement to complete before it affects the implementation. The downside to this strategy is the resulting hardware will likely exceed the eventual requirements – not a bad problem to have, except that the benefits of the extra computing capabilities may never be realized.

## **6. M/S Gateway Technology Risk**

Another concurrent project at MoICT, that affects the Portal project is the implementation of a Gateway by Microsoft. The IQC firms are currently coordinating with Microsoft to account for and integrate any overlap between the two initiatives. Currently, the only Portal component that has a relationship to the Gateway is Web Services.

As noted previously, the current project plan provides for a single production roll-out that requires all technical tasks be complete prior to the roll-out. This would require that the Microsoft Gateway be fully implemented before the public roll-out. This dependency creates unnecessary risk in that the main objective of the Portal is not tied to the Gateway. There is no reason for any of the remaining Portal Components to wait for the Gateway implementation to complete.

Under the newly revised project plan, the majority of the risk related to the Gateway project is removed as components that have no relationship to the Gateway are released early in the project. The remaining risk to the Portal is the Web Services component may become delayed if the Gateway is not implemented. However, the consequences of this remaining risk is minimal as there are currently no impending Web Services targeted for deployment on the schedule.

## ***7. Outreach to Users/Audience***

The E-Government Portal is not about the technology – it is about connecting knowledge, people, and processes. Ultimate success of the implementation can be measured by the utility of the Portal for Ministries and users. As noted earlier, the main factor of success is dependent upon continual update of content. In order to achieve this, MoICT (through the PMO Portal Manager, Executive Champions, and Change Management team) must ensure the outreach to Ministries to make certain that they understand the system is live and how they must interact with the system.

Even if the system is successfully implemented, it has little utility if users do not know that it exists. Therefore, it is incumbent on MoICT to provide the necessary outreach to Citizens, Business, and Government users of the system to ensure they know the system is live and how to access the Portal. There are currently no marketing tasks in the technical implementation plan. It is important that MoICT begin to budget and plan the marketing initiative that will be required to properly promote usage of the Portal to targeted audiences.

## ***8. Content Expiring***

Government organizations, agencies, and ministries will participate in Portal maintenance by providing and updating content on an on-going basis. Stale, outdated content within the Portal will have a negative impact on the usefulness and general impression of the GoJ e-government Portal in general. The initial content for the public release of the Portal was been harvested and architected by the IQC Firms. This content harvesting activity was completed over the last few months and can be considered to be fresh. Any delays in the implementation of the Portal will likely erode the freshness of the content that has been collected.

The IQC firms' task of harvesting content for the initial release of the Portal is considered to be contractually complete under agreement with the AMIR program. After implementation, it is assumed that each Ministry will have full responsibility of maintaining their content under direction from the PMO Portal Manager. In lieu of this, any contractual desires to further refresh content prior to the public release of the Portal is the full responsibility of MoICT and/or corresponding ministries.